

**BOARD OF SUPERVISORS  
ACTION ITEM**

**#8**

**SUBJECT:** CPAM 2009-0001 Route 28 Keynote Employment Policies

**ELECTION DISTRICT:** Broad Run, Dulles, Potomac, Sterling

**STAFF CONTACT:** Michael "Miguel" Salinas, Project Manager  
Julie Pastor, AICP, Director, Department of Planning

**CRITICAL ACTION DATE:** June 7, 2011, (contingent upon March 9, 2011 Planning Commission certification)

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**RECOMMENDATIONS:**

**Planning Commission:** On January 19, 2011, the Planning Commission voted 6 - 3 (Bayless, Robinson, Syska - opposed) to forward draft CPAM 2009-0001, Route 28 Keynote Employment Policies, as modified at the January 19<sup>th</sup> worksession, to the Board of Supervisors for their review, consideration, and public hearing. Commissioners voting in the minority cited concerns about transportation, the impact of new residential development and capital facility impacts. In their January 26, 2011 submittal letter to the Board, the Commission recommends that upon adoption of the Route 28 Corridor Plan (Draft Plan), the Board initiate several implementation efforts in order to ensure that the vision for the Route 28 Corridor is achieved (See Attachment 2). These initiatives include the following:

- establish regulatory and performance standards that match the preferred development patterns outlined in policy;
- develop a Public and Civic Facilities Plan to determine whether the minimum and maximum percentages by land use pattern for such uses, as identified in the Route 28 Corridor Plan policies, are appropriate;
- implement a more fine-grained, multi-modal transportation network specific to the Route 28 Corridor to ensure connectivity throughout the corridor;
- reevaluate the residential "buy-out" formula for the Route 28 Tax District; and
- establish the proposed Route 28 Implementation Steering Committee comprised of public and private experts to assist the County with the marketing, development and monitoring of the Corridor's implementation plan, and to assess the impact of the Route 28 Corridor Plan.

The Commission further moved to advise the Board of Supervisors that they are prepared to certify the current draft of CPAM 2009-0001, as modified at the January 19<sup>th</sup> worksession, at such time as the Board of Supervisors indicates that action by the Board could reasonably be taken within 90 days of certification. The Planning Commission is scheduled to certify their draft on March 9, 2011, prior to the Board's March 14/15<sup>th</sup> Business Meeting.

**Staff:** Staff recommends approval of the plan amendment as forwarded by the Planning Commission and as revised by the Board of Supervisors on March 1<sup>st</sup>. Staff further supports the Planning Commission's suggested implementation initiatives.

### **EXECUTIVE SUMMARY**

The Board held a Public Hearing on February 7, 2011 and voted 7-2 (Burton, Delgaudio - opposed) to forward draft CPAM 2009-0001 to the Committee of the Whole (COW) for further review and consideration. On March 1, staff provided responses to specific Board questions relating to residential impacts; transportation impacts; elimination of the destination retail overlay; proposed densities in the corridor; form-based codes; and, land values for the corridor in Loudoun County and Fairfax County.

The Board voted 5-4 to forward the CPAM to the March 14/15, 2011 Business Meeting for action (Burk, Burton, Delgaudio, McGimsey - opposed). The Board also directed staff to prepare the following for the March 14/15<sup>th</sup> meeting:

- (1) A policy that retains destination retail at a location in the corridor bounded by Potomac View Road, Cascades Parkway, and Route 7 (Attachment 4, Page A-48);
- (2) A policy that guides internal density allocations when consolidated Office Clusters and Mixed-Use Office Centers proposals include land on the east side of Atlantic Boulevard/Shaw Road/Glenn Drive and the west side of Pacific Boulevard (Attachment 4, Page A-48);
- (3) A policy that incorporates the inter-jurisdictional road network (Attachment 4, Page A-63 and A-65); and
- (4) The transportation reports associated with the Route 28 CPAM (Attachment 3).

An update regarding the VDOT review of the Route 28 CPAM, in light of the Chapter 527 regulations, was provided in the Staff Report to the Board for the February 7th Public Hearing. As noted in the report, Staff consulted the Virginia Department of Transportation (VDOT) to conduct a transportation analysis to better understand the implications of adding additional trips to the road network as a result of changes in land use proposed with the Route 28 CPAM. Further, pursuant to the Code of Virginia § 15.2-2222.1, Staff coordinated with VDOT to submit an application for their review under the provisions of the Chapter 527 regulations. A formal traffic analysis is not required by VDOT for a comprehensive plan amendment. Completion of such an analysis is at the discretion of the locality. Subsequent to the March 1, 2011 Committee of the Whole meeting, VDOT staff provided to County staff the VDOT referral for CPAM 2009-0001: Route 28 Keynote Employment Policies. In their response, VDOT acknowledged the level of analysis performed to date for the plan amendment and indicated that the exact impacts of the proposed changes could only be determined through more extensive modeling. VDOT goes on to state that such additional detail could be provided at such time that the County proceeds with the next update to the Countywide

Transportation Plan, required to be reviewed every 5 years per the Virginia Code. VDOT also highlighted the Waxpool Road corridor as an area of concern under forecast conditions and recommends that it be studied to address known long-term deficiencies. A memo entitled Corridor Transportation Analyses and highlighting the corridor-related transportation studies, along with corridor-related transportation analyses and the VDOT Chapter 527 referral is attached (See Attachment 3).

### **ROUTE 28 CORRIDOR PLAN SUMMARY**

The proposed policies would apply throughout the Route 28 Corridor (See Attachment 1) and are derived from input from property owners, interested residents and business people who participated in a series of interviews, input meetings and workshops. The proposed policies seek to maximize the commercial development potential within the Route 28 Corridor by offering several land development patterns, each defined by different land use mixes and intensities. At projected maximum build-out, the Draft Plan increases the overall floor area of the corridor by 2.5%. The Draft Plan proposes to redistribute employment densities and offer a wider variety of development options or land use patterns than currently available under the Keynote Employment policies. The Draft Plan proposes to expand local amenities and services and, with limited new residential development, facilitate a more multi-faceted environment that is becoming an important location criterion for premier office development.

The Draft Plan also eliminates the Destination Retail Overlays and no longer supports large stand-alone retail establishments or large-scale, multi-tenant shopping centers with the exception of the area bounded by Route 7, Potomac View Road and Cascades Parkway, which was retained at the Board's direction to recognize the existing retail development in this area and the distance from the frontage of Route 28. The Draft Plan does not modify existing and planned Residential and High-Density Residential neighborhoods within the corridor and the designated Urban Center remains in the northern portion of the corridor. Mixed-Use Office Centers have been added as a development option in three locations. These centers are limited to a maximum of 90 acres in size within specific development envelopes. The northern location is in the area of the approved Kincora mixed-use development; the southern location is near the Center for Innovative Technology, and the third center is proposed in the area of Waxpool Road/Church Road and Route 28.

Mixed-Use Office Centers are envisioned as live-work centers that will have higher intensities and a greater variety of uses than other areas of the corridor. The centers are the sole location of new multi-family residential development. The mix of uses will provide an opportunity to create "places" that can become amenities for the entire corridor and its surrounding areas.

While increasing the support services and amenities in the area should help reduce vehicle trips, expanding transportation options including circulator bus service, trails and connections to metro to relieve congestion is also a focus of the plan amendment. Road improvements developed through the interjurisdictional planning efforts occurring between Fairfax, Herndon, Loudoun and VDOT have been incorporated into the Draft Plan. Those road plans address the capacity issues associated with development in Fairfax and Loudoun Counties near the planned Route 28 metro stop.

Continuing the General Plan emphasis on addressing unmet housing needs, the Draft Plan recommends specific ratios of housing for a full range of low and moderate income levels. Implementation of an administrative process will be needed to ensure these units are provided and retained. Design Guideline Policies, specific to Office Clusters and Mixed-Use Office Centers are proposed for streets, blocks, streetscape, buildings, parking, parks and open space, public and civic spaces, landscape, and signage. The Sustainable Development Policies provide guidance on energy efficiency, stormwater facilities, green building practices, landscaping, and green infrastructure protection.

Based on the Board's direction on March 1, a new policy has been added that guides internal density allocations when Office Clusters and Mixed-Use Office Center proposals include land on both sides of Atlantic Boulevard/Shaw Road/Glenn Drive and Pacific Boulevard. This policy provides flexibility within a project to adjust densities on each land bay provided the overall density does not exceed policy recommendations.

If approved, the Draft Plan will be added to the 2001 Revised General Plan (RGP), Chapter 6, Suburban Policy Area, as an area-specific corridor plan. To ensure consistency, revisions and/or deletions are proposed to other policies in the RGP, specifically, Chapter 4, Economic Development; Chapter 5, The Green Infrastructure- Environmental, Natural and Heritage Resources; Chapter 6, Suburban Policy Area; and, Chapter 11, Implementation. Changes are also proposed to the Countywide Retail Plan (See attachment 4).

#### **FISCAL IMPACT:**

The Draft Plan proposes a broader range of business uses with approximately the same overall floor area. Local revenues from such uses typically exceed the cost of providing services. New residential development will not contribute to the Route 28 Tax District but will buy-out of the District in accord with current requirements. The cost of providing services to residential development typically exceeds local revenues generated by the residences. By restricting new housing to high density multifamily units in more urban settings, the fiscal cost should be reduced. No new local funding is required to administer the proposed changes to the Revised General Plan. Resources for implementation initiatives (such as amendments to the County's Zoning Ordinance) will need to be identified through further scoping and scheduling.

**ALTERNATIVES:**

The Board may adopt or modify the policies of the plan amendment at their pleasure or may choose to take no action on the amendment.

**SUGGESTED MOTIONS**

1. I move that the Board of Supervisors approve CPAM 2009-0001, Route 28 Keynote Employment Policies as revised March 15, 2011.

And,

2. I further move the Board direct staff to begin identifying resources and implementation initiatives and report back to the Board as called for in the Board's adopted Strategic Plan.

Or,

2. I move an alternate motion.

**ATTACHMENTS**

1. Route 28 Corridor Boundary Map, dated August 16, 2010
2. PC letter to BOS, January 26, 2011
3. Memorandum dated March 9, 2011: Corridor Transportation Analyses
4. CPAM 2009-0001, Draft Route 28 Corridor Plan mark-up, dated March 15, 2011: includes proposed changes to 2001 Revised General Plan and the Countywide Retail Plan.